DOCUMENT RESUME

ED 110 903 CG 010 030

AUTHOR Bingham, Charles D.
TITLE An Integrated Base Level Counseling Program. Air Command and Staff College Research Study, Report Number 0285-74.
INSTITUTION Air Command and Staff Coll., Maxwell AFB, Ala.
REPORT NO R-0285-74
PUB DATE May 74
NOTE 80p.; For related document, see CG 010 029

EDRS PRICE MF-$0.76 HC-$4.43 Plus Postage
DESCRIPTORS *Armed Forces; *Counseling Effectiveness; Counseling Programs; *Counseling Services; Human Relations; *Integrated Activities; Military Organizations; *Organizational Change; State of the Art Reviews
IDENTIFIERS *Air Force

ABSTRACT

The Air Force has maintained an increasing awareness of the basic principles of personnel counseling and human relations. However, it does not have a basic integrated counseling program at base level. This study addresses five base level activities whose dominant mission involves counseling. These activities are: the Education Services Office, Transition Unit, CIAC Unit, Personal Affairs Section, and Social Actions Office. Each of these activities provides an independent counseling service. Under the current organization, there is no centralized control to induce cooperation and provide a unity of purpose for the base-wide counseling effort. This study proposes a reorganization of the five activities that would remove redundancies and provide an integrated counseling program. The proposed program would have a central focus dedicated to serving the individual and the Air Force. (Author)

**********
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
**********

ED110903

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

# AIR COMMAND AND STAFF COLLEGE

CG

# RESEARCH STUDY

## AIR UNIVERSITY

REPORT NO. 0285-74

CS 010 030

AIR COMMAND AND STAFF COLLEGE

# AN INTEGRATED BASE LEVEL COUNSELING PROGRAM

By

Charles D. Bingham, 251-58-0329

Major, USAF, 1939-

A RESEARCH STUDY SUBMITTED TO THE FACULTY

May 1974

AIR UNIVERSITY

MAXWELL AIR FORCE BASE, ALABAMA

## ABSTRACT

The Air Force has maintained an increasing awareness of the basic principles of personnel counseling and human relations. However, it does not have a basic integrated counseling program at base level. This study addresses five base level activities whose dominant mission involves counseling. These activities are: the Education Services Office, Transition Unit, CIAC Unit, Personal Affairs Section, and Social Actions Office. Each of these activities provides an independent counseling service. Under the current organization, there is no centralized control to induce cooperation and provide a unity of purpose for the base-wide counseling effort. This study proposes a reorganization of the five activities that would remove redundancies and provide an integrated counseling program. The proposed program would have a central focus dedicated to serving the individual and the Air Force.

## PREFACE

This study investigates the current base level counseling programs of the Transition Unit, Career Information and Counseling Unit, Personal Affairs Section, Education Services Office, and the Social Actions Office to determine if inadequacies, redundancies and/or homogeneities exist. It was undertaken because of the author's abiding interest in improving the counseling services provided at base level. For ten years he has been assigned duty as a personnel officer at base and squadron level. This experience has given him a keen appreciation for the shortcomings inherent in the current counseling programs.

The writer served as Chief, Consolidated Base Personnel Office for three years and supervised three of these programs. He also helped organize a base Social Actions Office and select personnel tc man the function. In this job, the writer had first hand contact with the numerous problems that confront the Air Force member today.

# TABLE OF CONTENTS


| | Page |
|---|---|
| ABSTRACT | ii |
| PREFACE | iii |
| LIST OF FIGURES | vi |
| Chapter | |
| I. INTRODUCTION | 1 |
| Problem Statement | |
| Objectives | |
| Limitations | |
| Assumptions | |
| II. SOME BASE LEVEL COUNSELING AND HUMAN DEVELOPMENTAL PROGRAMS | 8 |
| Education Services Program | |
| Summary | |
| The Transition Program | |
| Counselor Tasks | |
| Comparison | |
| Summary | |
| Career Information and Counseling Unit | |
| Comparison | |
| Summary | |
| Personal Affairs Counseling | |
| Summary | |
| Summary | |
| III. SOCIAL ACTIONS PROGRAMS | 25 |
| Alcohol and Drug Abuse Program | |
| Equal Opportunity and Treatment | |
| Race Relations Program | |
| Summary | |

Chapter Page

IV. GENERAL OBSERVATIONS AND ANALYSES ..... 36

Manpower Standards and Specialty Qualifications
Manpower
Specialty Qualifications
Weaknesses
Potential Counseling Conflicts
General Problems
Non-Military Controls
Summary

V. COUNSELING PROGRAM CONSOLIDATION ..... 46

Reorganization
Operation
Organization
Location
Advantages
Counselor Classification Structure
Education Support to CECO
An Integrated Counseling Framework
Computerized Counseling Assistance
Summary

VI. CONCLUSIONS AND RECOMMENDATIONS ..... 66

Conclusions
Recommendations

BIBLIOGRAPHY ..... 70

## LIST OF FIGURES


| Figure | | Page |
|---|---|---|
| 1. | Typical Base Level Organizational Chart ... | 10 |
| 2. | Manpower Authorizations ..... | 38 |
| 3. | Proposed Organization Chart ..... | 49 |

# CHAPTER I

## INTRODUCTION

Leona E. Tyler, an eminent figure in the counseling field, states in her book, The Work of the Counselor, "that certain characteristics of the American social order require that counseling be woven into its whole design." (37:3) She attributes the need for increased counseling to the increasing complexity of the occupational world, the instability generated by rapid social changes that are taking place, the mobility of society, and the scarcity of informal counseling. (37:3-9) Each of these causes are magnified several times with the adolescent bordering on adulthood who has left everything and every pattern of life he has known and entered the military service. Anxiety and confusion reign supreme in his new environment composed of different people, strange surroundings, strange job and performance demands, and an unsure future.

The United States Air Force (USAF) is an extremely large and complex organization operating in an ever changing environment and employing some of the most advanced technology in existence. Its some 950 thousand military and civilian

personnel range in skills from cooks to scientists. These people function in a highly flexible and mobile environment and are called upon to make sacrifices above and beyond those required of their civilian contemporaries. Short notice reassignment actions; extensive temporary duty away from home and family; and overseas tours, in some cases up to 18 months without their families, are but a few of the difficult situations that confront the Air Force member. This anxiety is further exacerbated by changing technology and force reduction which result in almost constant training and retraining. Air Force members on many occasions are directed to involuntarily retrain to satisfy shortages and meet the demands of new equipment and weapon systems. (36:1,20) Since its inception in 1947, the Air Force has recognized that personal communication, counseling, and basic human relations can have a favorable impact on mission accomplishment. However, in today's Air Force environment, counseling is not an option; it is a must.

The formalized counseling effort has expanded in the Air Force during the past few years. Even though not specifically called such, several counseling units have been established in various support functions at base level. A cursory review of the prescribing directives of the Education Services Program, Transition Unit, Career Information

and Counseling Unit, Social Actions Program, and Personal Affairs Section reflects counseling as the dominant mission of each. Each of these activities were either created or expanded during the decade of the sixties and early seventies to enable the Air Force to meet its perceived social duties. However, the motivation behind most of these programs was their benefit to society at large rather than a sole benefit to the Air Force mission. Even though the Air Force has professed operational gains from these programs, these gains cannot be quantified with any precision. As outlined in a recent Air Force Times Commentary, Congress has questioned the merit of some of the programs and the role the services should play in such social endeavors. Their necessity is being carefully scrutinized by Congress during the budget negotiations. (29:3)

It appears that the future viability of these programs will depend upon the extent to which the Air Force can relate them to the Air Force mission. However, this should not be a difficult task. Human relations is an integral part of the Air Force mission and is essential in today's complex environment. General Ryan, former Chief of Staff, USAF, emphasized the need for better human relations, especially during these times of austere budget and manpower limitations. He stated that "... the difference between a

unit that is having difficulties with the problem of cutbacks in money and personnel and the one that is not ... lies in the degree and extent of a commander's involvement with his people." He went on to say, "We've got to know our people better and what their problems are, because their problems are the commander's problems." (32:1) The survivability of these programs will depend upon a change in focus from that of society at large to one more in tune with the Air Force mission. Because these programs are being severely attacked by Congress in its search for budget reduction, it is time for Air Force to re-evaluate each of them. (29:3)

This study will deal specifically with the following base level activities: Education Services Office, Transition Unit, Career Information and Counseling Unit, Personal Affairs, and Social Actions. These five activities were selected for this study for three reasons. First, they all profess to provide counseling of some type as a primary function. Second, they are all support activities with their primary focus on the individual. For the most part, their services are not imposed but must be sought voluntarily by the individual. And lastly, they are all concerned with helping people make important developmental decisions.

## Problem Statement

The purpose of this study is to investigate the current base level counseling programs of transition, career information and counseling, personal affairs, education services, and social actions, to determine if inadequacies, redundancies, and/or homogeneities exist, and to report the results and conclusions drawn from this investigation.

## Objectives

The major objective of this study is to recommend specific changes in the organization and conduct of the base level counseling programs. Underlying the major objective are three minor ones. They are: (a) to find the relationships between the objectives of these programs and the Air Force mission, (b) to find the commonalities in the objectives and personnel qualification that exist among the various programs, (c) to propose a reorganization of these programs and postulate some advantages that could accrue.

## Limitations

This paper is limited to a study of the transition, career information and counseling, personal affairs, education services, and social actions programs as they currently exist in the Air Force. Because of time constraints, it is limited to a theoretical study of these programs as described

in the governing directives of each. The source of material used was primarily limited to the information available in the Air University Library and the author's first-hand experience in these programs. No surveys were conducted as a source of input, nor were any attempts made to assess the effectiveness of these programs in an actual operational setting. The study of these programs is limited to the present and does not deal with the history of their establishment. No attempt is made to justify the cost of operation or the manpower requirements necessary to operate them. However, it does discuss the current conduct of these programs to include their objectives, the services provided, and the personnel qualifications required to operate them as depicted in the governing directives.

## Assumptions

Three assumptions have been made concerning the human relations effort in the Air Force as it pertains to this study. First, it is assumed that the Air Force has recognized and will continue to recognize and assume the social responsibility for nurturing and developing human values such as morale, welfare, motivation, cooperation, personal development, and self-realization in work. Second, that Congress will continue to appropriate adequate funds to

support some type of human relations programs at a level substantial enough to meet the needs of the Air Force in this vital area. And finally, that the Air Force has the authority or can obtain the authority required to reorganize, combine, or eliminate the current human relations programs and establish new programs to meet the changing needs of the Air Force populace.

## Organization

The remainder of this paper is organized according to the following plan. Chapter II provides a brief overview of the five activities and depicts how these activities are organized in the scalar chain at base level. The remainder of Chapter II deals with the four activities that fall under the operational domain of the base Director of Personnel. Chapter III is concerned with the operation of the Social Actions Office. Chapter IV provides some general observations and analyses of these activities. Chapter V proposes a reorganization model which consolidates these programs into a single office and gives advantages that could accrue from such an organization. Chapter VI contains conclusions drawn from this study and recommendations for actions that should be taken by Headquarters Air Force.

## CHAPTER II

## SOME BASE LEVEL COUNSELING AND HUMAN DEVELOPMENTAL PROGRAMS

The old adage "the Air Force takes care of its own," certainly has merit when viewed in light of the social programs the Air Force has established for its people. To help meet the individual educational developmental needs, the base Educational Services Program provides a wide range of vocational and educational opportunities. They also provide counselors to help members plan their own developmental programs. A Transition Program has been established to provide counseling and information on vocational training, education, and employment opportunities to military personnel who are exiting the service. During a member's active duty career he has unlimited access to the Career Information and Counseling Office for career development counseling. Also, upon request, a member may receive counseling concerning such things as retirement planning, estate planning, financial planning, etc., from the base personal affairs office. A relatively new addition to the social programs was the Social Actions Office. The purpose of this office is to provide human relations training and counseling

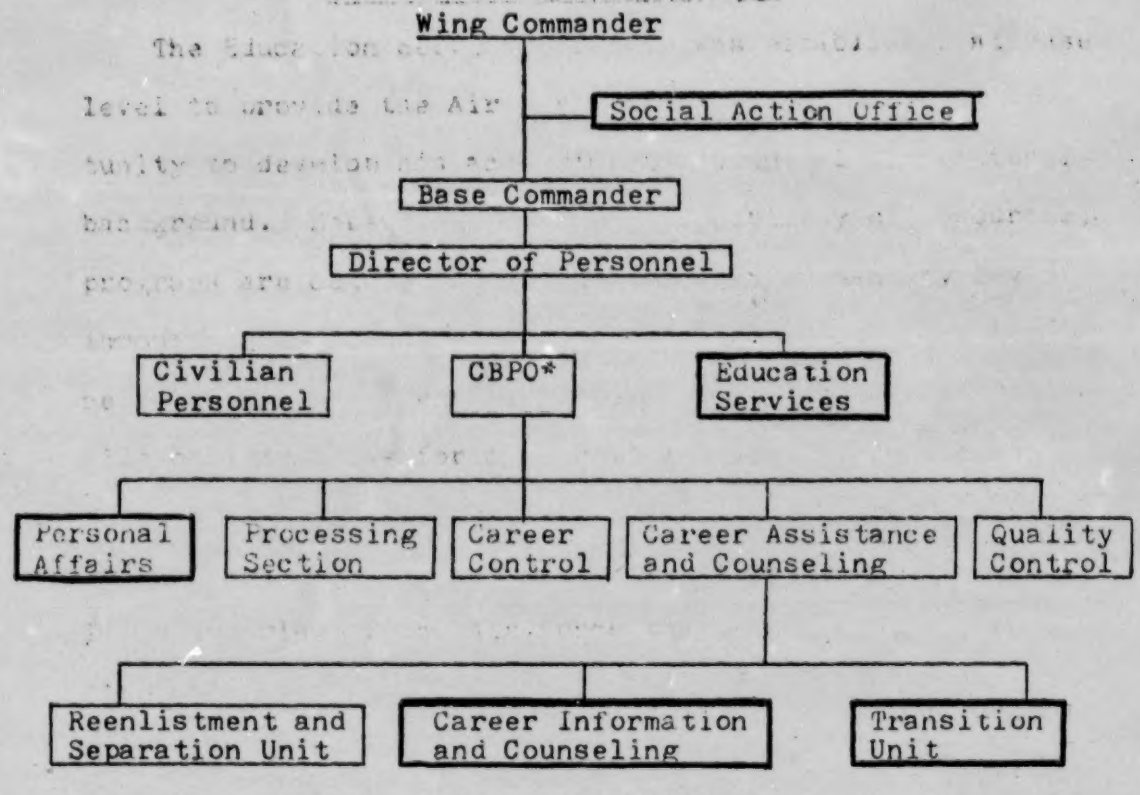
concerning drugs and other human adjustment problems to Air Force members.

In total, these programs appear to provide fairly comprehensive counseling coverage. However, each one functions independently of the others. Consequently, it is unlikely that any three will be found in the same facility on a base. Correspondingly, the knowledge of their existence and the services they provide are unknown to many eligible servicemen. In a recent study of the Absent Without Leave (AWOL) problem at one Air Force base, an interview with a group of 12 AWOL offenders revealed a "lack of knowledge about base agencies whose prime responsibilities it is to counsel individuals with questions/problems ..... None of the interviewees had ever heard of the Social Actions Office for example." (20:6) Other cases concerning servicemen's lack of knowledge about benefits have been reported in the Air Force Times. (34:13)

The independent nature of these programs can be attributed partly to their organization within the scalar chain of command. Figure I depicts a typical base level organizational structure for these agencies. As depicted, the Social Actions Office is located directly under the Wing Commander, and the rest are located at various levels under the Director of Personnel. The remainder of this chapter

**FIGURE I**

**Typical Base Level Organizational Chart**




*Consolidated Base Personnel Office

will deal in more detail with those programs that are under the control of the Director of Personnel.

## Education Services Program

The Education Services Program was established at base level to provide the Air Force member a continuing opportunity to develop his academic and technical occupational background. Depending upon the availability of resources, programs are conducted ranging from the elementary level through graduate university studies. The Air Force perceives that the program is needed "... to provide personnel with opportunities for career long learning and the means to develop the background essential to meeting the immediate and long range needs of the Air Force and the Nation." (11:1) It is the view of the Air Force that, as a minimum, each officer should have a baccalaureate degree, and each enlisted member should have a high school diploma. Further educational pursuits are highly encouraged, especially for officers and noncommissioned officers (NCOs). Emphasis is placed on education that is compatible with the member's academic qualifications, Air Force specialty, and career objectives. (11:1) The mandate of the program is to provide the opportunity for the Air Force member to become a more productive element of his society.

> Members of the Air Force must be able to acquire the knowledge, insight, vision, and self-confidence to understand and defend the principles of American democracy and to contribute effectively to national manpower needs. These goals include the educational objectives of the Department of Defense to assist the individual to:
>
> (1) Perform his service job more effectively.
> (2) Prepare himself for more responsible service jobs and increase his chances for promotion.
> (3) Maintain continuity in the academic or vocational training which he began before entering the service.
> (4) Prepare him to continue his education after he leaves the service.
> (5) Increase his value in the civilian manpower pool. (11:1-2)

The primary responsibility for the conduct of the program at base level falls on the Education Services Officer. "The effectiveness of the program depends largely upon his initiative in obtaining comprehensive program coverage." (11:1-2) The Education Services Officer must work with community schools and elicit their cooperation in establishing a program. Because of the recent success of this program, many local community schools are taking the initiative to establish education programs on Air Force bases. (22:15) Once the program is established, the prime function of the Education Services Office then becomes that of counseling eligible personnel for participation in the program.

The advisement and counseling services underpin the entire program. The recent success of the program is

attributed to the extensive emphasis placed on counseling.

> AFers interest in the program has been stimulated tremendously by the efforts of the education services guidance counselors ... These are professional civilian counselors, employed by local education offices worldwide. There are about 250 authorized and about 230 now at work. (22:15)

The credibility of the counseling effort is improving. The Veterans Administration (VA) now requires a written statement, signed by the Education Services Officer, stating that the member has been counseled, prior to approval of applications for GI Bill educational benefits from in-service members. (24:32)

Headquarters Air Force has established mandatory requirements for providing advisement and counseling services to all officers and airmen. These requirements dictate that each newcomer to the Air Force will be counseled at his first duty station. As a minimum, the counseling will cover the newcomers educational background, his education development, and information on the opportunities available through the Education Services Program. In addition to the newcomer, the office is required to provide counseling to each officer and airman within 30 days of his arrival at a new station. To augment the counseling service, the office provides a limited testing program and conducts follow-up counseling for personnel within the program. (11:1-2,1-3)

Counseling is a prerequisite for enrollment into any of the Education Services Programs.

> The Education Services Officer or his authorized representative will counsel each eligible applicant before enrollment in any Education Services Program activity. Personnel will be encouraged to increase their professional qualifications and to complete courses which will provide a basis for career development. Counseling service will include a review of the individual's educational background, military training experiences, educational needs, and the opportunities locally available to him to achieve individual and Air Force goals. To increase the probability of successful course completions, counseling will be directed toward enrolling personnel in courses of interest to the Air Force for which they have the necessary background of education, experience, and interest. (11:1-3)

Summary The Education Services Program is a human relations program concerned with the development of the individual. Professional counselors are provided to help active duty members select a course of action upon which their later development depends. To accomplish this, the counselors must have a clear understanding of educational and vocational opportunities available to the members and be able to relate them to Air Force career fields and civilian job requirements. He must also know the VA educational benefits. The Education Services Program is designed to help the member prepare himself for more responsible service jobs and to increase his value in the civilian manpower pool upon separation.

## The Transition Program

Organizationally, the Transition Unit is assigned to the Consolidated Base Personnel Office (CBPO) as one of three units under the Career Assistance and Counseling Section (CAC). (14:1-1) According to Air Force Regulation 35-19, Air Force Transitional Programs, this program is:

> .... designed to provide service personnel who are retiring or separating from the Air Force an opportunity to prepare for a productive position in the civilian community. This is accomplished through counseling, training, education, and job placement assistance while the member is still on active duty. (14:1)

The objectives of the program are to provide:

> a. Comparisons between Air Force and civilian careers to insure that separating and retiring military personnel are fully aware of their opportunities and benefits within the Air Force and the civilian community.
>
> b. Career information and counseling (military and civilian), education, training, and job placement assistance (on an individual, voluntary basis) to separating or retiring military personnel who are eligible for the program.
>
> c. The opportunity for eligible personnel to acquire a skill which will enable them to become a productive part of the national labor pool. (14:1-1)

The first two objectives are met through personal contact with the individual and will be discussed later. The third objective entails establishing a training program. Like the Education Services Office, the Transition Unit must work with the civilian community, military units,

and other federal and local governmental agencies to establish a viable education and training program. The Transition Unit is not in business to conduct training. The training program is merely a package of training capabilities and availabilities that exist in the local area. The Transition Unit must continuously work with the agents providing the training to insure that the training remains available and is adequate to meet the needs of the service members. The transition counselor uses this information for his counseling service.

"Counseling is the heart of any career guidance program and the key to its optimum success." (14:2-1) Counseling represents the bulk of the unit's workload and is the means by which the Transition Unit meets its first two objectives. The counseling objective "... is to provide the individual with sufficient information and guidance on all career options, civilian and military, so that he can make an intelligent decision." (14:201) The counselors are obligated "... to keep the counseling in confidence, to be sincere, objective, and in particular, empathetic in all their counseling relations." (14:2-1)

Counselor Tasks The task of the counselor is to help airmen consider all military and civilian career alternatives available to them. The final decision to pursue a particular

course of action remains with the individual. The counselor helps each individual make the best possible decision. The counselor states possibilities, provides information, and helps the individual analyze his qualifications. He assists with decisions which have the greatest long range benefits while attempting to satisfy the airman's needs. (14:2-1)

Comparison The nature of counseling provided by the transition counselor is very similar to that provided by the education services counselor. In each case the counselors must consider the needs and desires of the individual and help him inventory and evaluate his present skills, experiences, and education. They must each counsel and assist in obtaining information on military and civilian careers and on veteran benefits. The transition counselor also assists the member in preparing a resumé. (14:2-1) It appears that the basic differences in the two counseling services lie in the functional setting in which each must operate and the time frame in which the service is available to the client.

Summary The Transition Program is concerned with the development of the individual. It is designed to help each separating serviceman with his adjustment to civilian life. The objectives of the program are met primarily through

counseling. The counselor helps the member assess his own background and potential in relation to the social environment which he is about to enter and choose an appropriate course for his future development.

Career Information and Counseling Unit (CIAC)

The CIAC, like the Transition Unit, is assigned to the CBPO CAC Section. The unit "is responsible for administering the base-wide career motivation program. The major task is to create and maintain maximum harmony between the individual and his environment." (4:7-2) To achieve this, the unit personnel must maintain close liaison with all activities on base and remain alert to personnel irritants within the Air Force environment. In addition to providing individual counseling, the unit must also provide guidance and direction to the entire career motivation counseling effort. The unit's "Bible" is Air Force Manual 35-16, Career Motivation Program for Officers and Airmen. This manual defines counseling as "the art of communicating advice, instructions, or judgment to influence a person's attitude or behavior." (4:5-1) It places the responsibility for counseling on those individuals commanding or supervising people at all levels. The CIAC Unit must insure that this counseling program is accomplished and that the career

motivational efforts of the squadrons are congruent with the dictates of AFM 35-16.

The clientele serviced by the CIAC Unit include all active duty personnel and any prior service personnel who desire to reenter the service. The unit is required to provide individual counseling to all enlisted personnel who: (a) request counseling, (b) indicate their intention of leaving the service for any reasons other than retirement and mandatory separations, (c) apply for retraining, (d) are referred to the unit by other base activities, or (e) are denied reenlistment under the Selective Reenlistment Program for first term airmen and airmen with over 20 years service. (4:7-4) This counseling is designed to help the individual develop and accept an integrated and adequate picture of themselves in relation to the world of work.

In the conduct of the base-wide career motivation program, the CIAC Unit seeks to remove career irritants and enhance the image of the Air Force. The program is conducted in concert with unit commanders and NCO career advisors, the Junior Officer Councils, NCO/Airman Councils, and the top three councils. It is through these councils and semi-annual visits to all units that the CIAC Unit identifies irritants and gains insights into appropriate remedies. The CIAC Unit operates an advertising and

publicity program to portray a favorable Air Force image. This program accents the benefits and career opportunities available in the Air Force and supports the career counseling efforts of commanders and supervisors as well as the CIAC Unit. Counseling is the prime ingredient of the entire career motivation program. It provides a means of confronting and mitigating the conflicts that occur between the individual and his work environment. (4:7-4)

Since the CIAC Unit and Transition Unit are sister units under the CAC Section of the CBPO, they are usually located close to each other. Because of this, they are able to share the same informational library and support each other in the counseling effort. They are also able to work together on scheduling clients for counseling and providing them with a more comprehensive comparison of military and civilian career opportunities. (4:7-3) On bases where facilities do not permit such an arrangement, inter-unit communications and referrals are more difficult.

Comparison The Education Services Office, Transition Unit, and CIAC Unit are all engaged in a career counseling service. The purpose of each program is to help the individual to assess his own potential, abilities, and desires in relation to the work environment and choose a course of action upon which his future development will depend. All

three offices serve the same field of clients. Yet, except for the limited support arrangement between the Transition and CIAC Units, they function separately. Each maintains its own records of counseling and plans its own program of operation. There are no established procedures to insure that the programs operate in concert with each other. Each operates within the dictates of its own functional setting.

Summary The CIAC Unit activities are channeled toward creating an environment within the Air Force that will be attractive to its members and insuring that all members are made aware of the career opportunities that are available. Here again, the heart of the program is career development counseling. However, the counseling provided may or may not be consistent with that provided by the Education Services Office. There is no cross coordination required between the two offices.

## Personal Affairs Counseling

Air Force Regulation 211-3 prescribes how and when Personal Affairs (PA) Counseling will be provided and what subjects will be covered. Counseling conducted by the Personal Affairs Section covers a wide range of programs and policies which form the basis of Air Force members' and their dependents' welfare. The prime function is to inform

members of their right and benefits and to assist them in welfare and financial planning for themselves, their dependents and survivors. This section provides two types of information: specific and general. The specific information is provided on programs that are administered by the section, i.e., casualty assistance, Servicemen's Group Life Insurance (SGLI), Air Force Aid Society, family services, uniforms, state bonuses, etc. The section is required to provide detailed information and counseling concerning these programs. General information is provided on programs administered by other agencies, i.e., survivor benefits, legal assistance, drug abuse, alcohol abuse rehabilitation, savings, Federal Housing Administration (FHA) and VA insured home loans, Red Cross, health benefits, naturalization, etc. For more detailed counseling concerning these programs, the section makes referrals to the appropriate agency. Thus, the section personnel are supposed to be experts in the specific information area and have a substantial working knowledge of the general information program. (17:1-7)

The Personal Affairs Section provides counseling support to all active duty and retired Air Force members, their dependents and survivors. The section is obligated to provide counseling upon request by an eligible person. This section,

at the first permanent duty station of a new active duty member, is required to counsel that member on the entire scope of the Personal Affairs Program, to include all subjects general and specific. In addition, the section is required to counsel all active members who are: newlyweds, selected for overseas assignments, or separating or retiring from active duty. Dependents are encouraged to attend these counseling sessions. Perhaps the section's most sensitive task is survivor counseling, which is accomplished immediately after the death of an active duty or retired member. This counseling includes coverage of all survivors' benefits and assistance in making application for benefits due. The counseling services are not terminated until all benefits are received and the client feels that no further assistance is needed. Except for survivor counseling, either group or individual counseling may be given, depending upon which techniques best serve the purpose. However, individual counseling will always be given if requested. (17:1-7) The Personal Affairs counseling services are in addition to all other such services on base.

Summary The Personal Affairs Section provides information and counseling on a wide variety of subjects. Most of these subjects deal with benefits and entitlements that the service member has or will accrue as a result of his military

service. This counseling is extremely important for the member because of the impact it will or could have on his family's development. Consequently, it should be provided in conjunction with other areas of developmental counseling.

## Summary

This chapter has discussed four base level functions that provide counseling as a major part of their primary mission. Three of these functions, Education Services Office, Transition Unit, and CIAC Unit, focus on career development counseling. The Personal Affairs section provides benefit and welfare counseling. While these services are related and available to the same clientele, the agencies that provide them operate as independent functions. Organizationally, these functions are located at various levels under the Director of Personnel. The Social Actions Office, located directly under the Wing Commander, is another base support agency whose primary service is counseling. Chapter III discusses the programs provided by this office.

# CHAPTER III

## SOCIAL ACTIONS PROGRAMS

The Air Force Social Actions Programs were an outgrowth of the social upheavals that plagued the country and the military during the late sixties and early seventies. The number of drug abusers was on the rise, and an anti-military sentiment was prevalent among many segments of the civilian populace. In addition, the minority races began to assert themselves to rectify the perceived inequities in the social milieu of the country. Progress by evolution was no longer satisfactory and more aggressive courses of action were taken. The military services were not immune to these problems. The leaders, military and civilian, recognized the impact that these problems were having on the military mission capability and began to initiate actions to cope with them. Special staffs were created at the Air Staff level and at major air commands to develop programs to deal with the many social problems. Colonel David Thomson, Chief of the Air Force's Social Actions Division, Headquarters USAF, made the following points while describing the activities of his office.

> We had been taking initiatives in many social areas--drug abuse, race relations, housing and other problems, and quite a number of people were engaged in these fragmented activities. So the feeling grew that commanders should have a support staff of experts to help them.
>
> You might say that throwing all the cats and dogs together--alcoholism, drugs, equal opportunity and so on--was taking an overly simple approach because each social action area is so different from the others.
>
> But we see this as a positive approach. There is a growing body of evidence these days that some of these diverse problems are symptoms with some common cause. Because something happened in another part of a man's life, he slid into alcoholism or drugs. We want to concentrate on underlying causes of such behavior rather than on symptoms. (33:52-53)

The staff developed at base level to assist the commander is known as the Social Actions Office. This office is relatively new and is still suffering the creation pains of trying to define its mission within the confines of its available resources. It is also seeking to find the right mix between the individual's rights and those of the institution in dealing with these social problems. Consequently, an official directive covering the objectives, responsibilities, and conduct of the entire program has not been published. At the present, the Social Actions Office is using a draft copy of Air Force Manual 30-2, Management of Social Actions Programs, as an overall guide for its operation. This manual states that "the Social Actions Programs encompass all matters pertaining to Alcohol/Drug Abuse, Equal

Opportunity and Treatment, and Race Relations Programs." (3:1) The bulk of these programs are directed toward resolving, eliminating, or neutralizing the negative impact of social and cultural conditions that impinge upon morale and effectiveness within the services. This is accomplished largely through individual and group counseling. The remainder of this chapter will deal with some specifics of each of these programs.

## Alcohol and Drug Abuse Program

Air Force Regulation 30-19, Illegal or Improper Use of Drugs, is the Air Force regulation governing drug abuse control. Air Force Manual 30-2 when published will cover all phases of the Social Actions Programs. According to Air Force Regulation 30-19, Air Force policy regarding drug abuse is as follows:

> It is Air Force policy to prevent drug abuse and to identify and treat drug abusers. The illegal or improper use of drugs by Air Force members can seriously damage physical and mental health, may jeopardize their safety and the safety of others and can lead to criminal prosecution and discharge under other than honorable conditions. It is altogether incompatible with Air Force standards. The Air Force acknowledges responsibility for preventing drug abuse among its members by education and counseling, for treating and restoring drug abusers to duty when feasible, for controlling duty assignments, and for disciplining those who use or promote the illegal use of drugs. (12:3)

The elements of the above policy that are especially applicable to the Social Actions Programs are prevention

and restoration. Under the prevention element, the Social Actions Office has the responsibility for education and counseling. The education program entails emphasizing the physiological and psychological dangers inherent in drug use, the available alternatives to drug abuse, and the inconsistencies between drug use and military duty. Counseling is available for anyone desiring it. A telephone counseling service is also available for those individuals who recognize a need for professional counseling, but are afraid of letting their identity be known. "A counselor must be available at all times for telephone contact ... at a well publicized telephone number ... ." (12:7)

Restoration of drug abusers is accomplished under a very comprehensive rehabilitation program. This program has five phases: identification, detoxification, medical evaluation and treatment, behavioral reorientation, and follow-on support. The Social Actions Office is primarily responsible for behavioral reorientation and follow-on support. The objective of the behavioral reorientation phase is to redirect the behavior of the individual so that he may voluntarily conform to Air Force standards of conduct and performance. This phase normally does not exceed 45 days and primarily entails individual and group counseling. During the follow-on support phase, the individual is returned to

full duty and is evaluated quarterly by the Rehabilitation Committee. This phase lasts no more than one year and may be terminated upon the recommendation of the Rehabilitation Committee. (12:11-13)

To provide direction for administering the alcohol abuse program, the Air Force recently published Air Force Regulation 30-23, Alcohol Abuse Control and Rehabilitation. This regulation prescribes the Air Force policy concerning the use of alcohol. It recognizes the individual's right and responsibility to exercise his or her judgment in the use of alcohol when not otherwise restricted by law. However, the Air Force will not condone unacceptable behavior resulting from overindulgence with alcohol. The Air Force policies concerning alcoholism state that:

> The Air Force recognizes that alcoholism is preventable and treatable. It is Air Force policy to prevent alcohol abuse and alcoholism among people for whom it is responsible; to attempt to restore to effective functioning persons with problems attributable to the abuse of alcohol; to insure humane management and dispositions of those who cannot be restored or who do not remain restored. Air Force policies on standards of behavior, performance and discipline are affirmed and will be firmly maintained. These standards apply, however, to each person's demonstrated conduct, rather than to his use of alcohol. (13:2-3)

According to Air Force Regulation 30-23, the installation commander will expand the scope of the Drug Abuse Control Committee and the Drug Abuse Rehabilitation Committee,

to include alcohol abuse control. He will integrate alcohol abuse counseling into the existing drug abuse counseling services. (13:4) The Social Actions Office will:

a. Administer and conduct the alcohol abuse control program.
b. Identify and organize base resources to provide a quality counseling and education program.
c. Formulate educational programs which stress prevention of alcoholism.
d. Coordinate activities with the medical services relative to the alcohol abuse control program.
e. Establish cooperative programs with the local civilian community.
f. Formulate specific goals for the management of the base level alcohol abuse program. (13:4-5)

The treatment and education programs for alcoholics are similar to those for the drug abuse programs. The education program emphasizes the dangers inherent in alcohol abuse, stresses the inconsistency of alcohol abuse with military performance, promotes the acceptance of recovered alcoholics, and assists the dependents of alcoholics when facilities permit. The social actions personnel will schedule annual educational programs in coordination with unit training sections. (13:5-6)

Alcoholism must be diagnosed by the medical authorities. The rehabilitation program involves a coordinated effort among chaplains, medical, social actions, and commanders. The Social Actions Office is the coordinator and provides non-medical counseling during the one year rehabilitation period. This counseling is conducted either in groups or

individually. Civilian agencies, i.e., Alcoholics Anonymous, are also used in the rehabilitation effort. (13:8-9)

The alcohol and drug abuse programs were designed to help the individual. They seek to change unacceptable behavior, attitudes, and habits to ones more in tune with the Air Force and society at large. The Social Actions Office focuses on the root causes of these problems and attempts to mobilize the total resources of the military and civilian community to deal with them. In addition to the drug and alcohol abuse programs, the Social Actions Office also functions as the office primarily responsible for the Race Relations and the Equal Opportunity and Treatment Programs.

Equal Opportunity and Treatment

Air Force Regulation 35-78, Equal Opportunity and Treatment of Military Personnel, is the prescribing directive for this program. The Air Force has long recognized that descriminatory practices are not in concert with a high state of morale, discipline, and military effectiveness. The Air Force policy regarding this subject is: "... to conduct all its affairs in a manner which is free from discrimination and provides equal opportunity and treatment for all members irrespective of their color, race, religion,

national origin, or sex, consistent with requirements for physical capabilities." (15:1)

Every Air Force member is charged with the responsibility of complying with this policy. There is a mandatory requirement for comments to be made on all commanders' and supervisors' performance reports concerning their efforts to implement, promote, and effectively support equal opportunity treatment for all personnel. (6:6-13) This requirement applies to enlisted personnel as well as officers. (8:4-6) The program is designed to rid the Air Force of all discriminatory practices and to sustain an environment of equality and fairness to all. And, when an individual perceives his rights to have been violated, it provides a channel for remediation. This channel is through the Equal Opportunity Officer within the Social Actions Office to the commander.

The role of the base Equal Opportunity Officer is that of an informal counselor. He is selected for this position based upon his sensitivity, rapport, and ability to communicate. He is responsible for keeping this channel open and insuring that all members are aware of its existence and have access to it. In dealing with discriminatory complaints, he has direct access to the commander and all staff agencies concerned with resolving the allegation or complaint. This program is available to dependents as well as military

members and deals with discriminatory practices whether on or off base. The authority basis for this program is deeply rooted in "the Civil Rights Act of 1964." (15:6-9)

This program compliments the Race Relations Program. While this program provides a channel through which members can seek and gain corrective action concerning a particular situation, the Race Relations Program seeks to train people to understand each other and live together more harmoniously.

Race Relations Program

The administration of the base Race Relations Program rests with the Social Actions Office. AFR 50-26, Education in Race Relations, provides policy guidance and procedures for education and training in race relations. It states the policy of race relations education as follows:

> The Department of Defense (DOD) Education in Race Relations Program will be conducted on a continuing basis for all military personnel. The program is intended to improve and achieve equal opportunity within the USAF and to eliminate and prevent racial tensions, unrest and violence. As used herein, race relations encompasses the interaction between all members of the armed forces--including all persons belonging to the majority and minority groups. (16:1)

This regulation establishes a requirement for all active duty personnel to attend an 18-hour annual instructional program. The training program will be conducted during normal duty hours using discussion groups of no more than 25

students. These groups will be comprised of personnel of near equal grades. Additional race relations programs will be made available through off-duty education programs. (16:2-3) It should be noted here that this is an expensive training program consuming about one percent of the total man-hours of the active duty force. This is in addition to the man-hours required to operate the program.

The value and cost of such programs are beginning to be questioned by Congress. Bruce Callander, in a recent Air Force Times commentary, made the following comments concerning race relations and human rights training.

> Race relations and human rights training are relatively new to the package of social programs. They too have some dual purposes, the first being to ease tensions in service and the second to promote better relations in society in general.
>
> The House Appropriation Committee says there are other ways. Human relations training is good, but there is too much of it. It gets out of hand and hurts discipline. Rap sessions where troops call down their commanders and use first names make it tough for the commanders to be bosses. (19:11)

The survival of this program will require strong justification to Congress each year as the Department of Defense budgets are considered. Congress made some cuts in the FY 1974 budget for these programs and has indicated a more stringent review of these programs will be made in future budget considerations.

## Summary

The Social Actions Programs deal with all matters pertaining to alcohol and drug abuse, equal opportunity and treatment of military personnel, and race relations. The primary objective of all these programs is prevention; however, when prevention fails, the objective is to provide treatment to the victims. Education, training, and counseling are the prime ingredients of the prevention effort. Education and training programs are developed to increase awareness within the military community of the ill effects of drug and alcohol abuse and the importance of good human relations. Also, they are designed to educate commanders and supervisors for dealing with these problems at the lowest organizational level. The counseling services are made available to all members and function to provide advice, reassurance, an avenue for tension release, and to clarify thinking for the member. Under the treatment phase, the primary attention is focused on the individual victim. Counseling is the primary tool used. Its purpose is to reorient the individual's patterns of behavior in addition to the previously mentioned counseling functions. It is evident from this study that a comprehensive counseling service is the heart of the Social Actions Program.

## CHAPTER IV

## GENERAL OBSERVATIONS AND ANALYSES

It is evident, by the number of base level human relations type programs in existence, that the Air Force has a vital concern for its people. All of these programs were designed to facilitate the development of the individual and make him a more productive member of the Air Force and and society. These programs underpin the "Human Goals" credo proclaimed by the former Secretary of Defense, Melvin R. Laird, and subscribed to by all the armed services. This credo states in part that:

> Our nation was founded on the principles that the individual has infinite dignity and worth. The Department of Defense, which exists to keep the nation secure and at peace, must always be guided by this principle. In all that we do, we must show respect for the serviceman and civilian employee as a person, recognizing his individual needs, aspirations, and capabilities ... to provide opportunity for everyone, military and civilian, to rise to as high a level of responsibility as his talents and diligence will take him; to make the military a model of equal opportunity for all regardless of race, creed, or national origin ... ; to help each serviceman at the end of his service in his adjustment to civilian life; and to contribute to the improvement of our society, including its disadvantaged members, by a greater utilization of our human and physical resources ... . (28:8)

Significant personnel resources have been allocated to direct, manage, and operate these programs. At base level, each program has its own cadre of personnel, and functions independently of the others. Although, the commonalities of purpose and objectives of each office strongly suggest that certain advantages could accrue from consolidation. This chapter will address some typical manpower authorizations for these programs, the personal qualifications deemed appropriate for personnel who man these authorizations, and some of the organizational inefficiencies that exist.

Manpower Standards and Specialty Qualifications

Manpower Figure II depicts the typical manpower authorizations for the five base level functions on a base that supports 5000 to 5500 military personnel. These figures were compiled from Air Force Manual 26-3, Volumes II and IV, Air Force Manpower Standards, for all functions except the Social Actions Office. The figures for the Social Actions Office were provided by Headquarters Air University Manpower Office. Except for the Education Services Office, the officer positions are normally filled by military officers. In most cases the Education Services Office is headed by a civilian. The enlisted authorizations are filled with a mix of military and civilians. Two of the positions in the

**FIGURE II**

MANPOWER AUTHORIZATIONS*

| FUNCTION | AFSC | GRADE AND NUMBER | | | | | TOTAL |
|---|---|---|---|---|---|---|---|
| | | 04-05 (civ) | 02-03 (civ) | E8-E9 (civ) | E6-E7 (civ) | E4-E5 (civ) | |
| Education Services (2:4550C-2) | 7524 | 1 | | | | | 1 |
| | 75170 | | | 2 | 1 | | 3 |
| | 75150 | | | | | 1 | 1 |
| | 70250 | | | | | 1 | 1 |
| Personal Affairs (1:1660S-4) | 7324 | | 1 | | | | 1 |
| | 73293 | | | 1 | | | 1 |
| | 73271 | | | | 1 | | 1 |
| | 73231 | | | | | 2 | 2 |
| Transition Unit (1:1668S-2) | 73274 | | | | 3 | | 3 |
| | 70450 | | | | | 1 | 1 |
| CIAC Unit (1:1643C-3) | 73274 | | | | 1 | | 1 |
| | 73234 | | | | | 1 | 1 |
| Social Actions | 7364 | 1 | | | | | 1 |
| | 70250 | | | | | 1 | 1 |
| Race Relations | 7364c | | 1 | | | | 1 |
| | 73470c | | | | 1 | | 1 |
| Equal Opportunity and Treatment Unit | 7364a | | 1 | | | | 1 |
| | 73470a | | | | 3 | | 3 |
| Drug and Alcohol Abuse | 7364b | | 1 | | | | 1 |
| | 73470b | | | | 3 | | 3 |
| TOTAL | | 2 | 4 | 3 | 13 | 7 | 29 |

*These figures represent the authorizations for a base supporting an active duty military population of 5000 to 5500.

Education Services Office were recently authorized for professional civilian counselors. Since all of these positions are secondary support, they are budget sensitive and require strong justification to retain.

Special Qualifications Although different Air Force specialty codes (AFSC) are authorized for these functions, the specialty qualification requirements are all very similar. To hold any of the enlisted AFSCs, the enlisted member must have knowledge of interviewing and counseling techniques; ability to speak clearly and distinctly; a minimum aptitude level of Administrative 60; and knowledge of principles, policies, and procedures applicable to the respective program. Experience on the job is also mandatory before being upgraded in the specialty. Most of the specialties require the completion of a short course of instruction pertaining to the particular program and the ability to operate a typewriter before the fully qualified specialty may be awarded. In addition to these mandatory qualifications, there are certain desirable qualifications common to all specialties. They all desire the completion of high school with courses in English and speech, and the completion of an appropriate base level management course. (7:A45-A47) These specialty qualification requirements are established to guide the military member as he trains and progresses within the specialty.

Civilian personnel are not governed by the same requirements as military members. Specific job standards and position descriptions are prepared for each civilian position. These standards may fluctuate to some degree depending upon the mission sensitivity of the position and the supply and demand of the labor market. Recruitment efforts are focused on personnel who satisfy the job standards and possess the ability to perform the duties outlined in the position description. Experience may be traded for a higher academic background. Therefore, many of the seven and nine level civilian positions in these functions may be filled with college graduates who hold degrees in the Social/Behavioral Science fields. (9:3-1) Some may hold a Master's degree in counseling. It is highly likely that a civilian holding a 75170 counselor position in the Education Services Office would qualify for a 73470 counseling position in the Social Actions Office.

As for the officer positions, officers are selected to fill positions based upon their potential to perform the job required. The only unique qualifications specified are that the officer possess the ability to speak clearly and distinctly and that he attend a short course of training appropriate to the position. Eighteen months experience on the job is required for upgrade to the fully qualified AFSC. (5:A16-17-A16-36)

As evidenced by this study of specialty qualifications, there are many similarities among the positions as to the qualities and aptitudes required of personnel who fill them. There is unique training required for each specialty, but even so, some of the same skills and techniques are taught in all courses. It appears that the overriding considerations are that the individual be able to speak clearly and distinctly, possess the necessary potential for the job, and demonstrate a genuine concern for helping other people. There are no apparent barriers in this area that would prohibit consolidation of these functions.

## Weaknesses

Potential Counseling Conflicts Counseling services are activities which seek to bridge the gap between the social climate of the military and the drives of the individual in such a way as to cause the two to become congruent. For this to happen, there must be a unity of purpose within a framework of objectives among all the agencies providing counseling. This unity of purpose is not evident among the functions addressed in this paper. To illustrate this, the Education Services Office and the CIAC Unit are both responsible for career development counseling. They both counsel the same individual as part of the required counseling effort. The Education Services Office, concerned about

participation in the education programs, may influence the client's decision based upon the educational opportunities available on the particular base. The CIAC Unit, concerned about meeting a reenlistment goal, may influence the client to make a different decision. This limits counseling effectiveness. The same client may seek financial counseling from the Personal Affairs Office. Here he may be influenced to change career fields to one paying proficiency pay or other special duty pay as a means of resolving his financial problems. To project the situation further, the same client may decide to leave the service and consequently seek counseling from the Transition Unit. Here he may be influenced in a different direction. This fragmented counseling effort could serve to exacerbate the client's problems rather than help. In each program, the counseling is flavored and influenced by the particular functional setting. There is no central integrated counseling framework.

General Problems In addition to the fragmented counseling effort, there are other problems created as a result of the separate functional arrangement. To begin with, there is no central point of contact for a potential customer. The offices are not usually co-located, which not only complicates any coordination or interaction between them, but also makes them difficult and time consuming for the customer

to locate. This is especially true during the first few days following a new members arrival on base when he is required to be counseled by several of these offices. It also poses potential problems for unit commanders when these functions place demands upon his unit for people. For example, the Education Services Office and Personal Affairs are required by regulation to counsel each newcomer within 30 days of his arrival on base. This necessitates additional planning and scheduling on the part of the unit to accomodate this requirement. The same is true for the required annual human relations training and drug education and indoctrination program. Also, there are mandatory counseling requirements for transition and CIAC. In order to provide the required service, it is necessary for these offices to make demands upon the unit. But, the number of offices making demands, the volume of demands, and the lack of coordination, in some cases, frustrate the situation to the point that the services provided become counter productive. Instead of a service, it tends to become a burden to the recipient.

Non-Military Contacts According to the prescribing directives, each office, except the CIAC Unit, is required to conduct business outside the confines of the base. The Education Services Office has to work with civilian educational and training institutions in establishing a comprehensive

educational program. It also deals with the VA concerning veteran benefits. The Transition Unit is required to work with civilian agencies and the VA to develop a comprehensive transitional training program. The Social Actions Office is required to work with civilian organizations concerning drug abuse and equal opportunity and treatment programs. The Personal Affairs Office works with the VA and all other agencies that provide benefits to military personnel and their dependents. Here again, all these offices operate independently. There are no standard procedures to effect coordination among these offices in their dealings with the civilian environment. Neither are there procedures for cross feeding information between the offices regarding civilian contacts. All functions such as planning, program formulation, publicity, education and training programs, and scheduling contacts are accomplished by each office independently of the others.

## Summary

It appears that there is considerable room for improvement in the organization and conduct of these base level social programs. They have much in common and great potential for sharing information, combining services, and supporting each other. Operating together with a well organized

and preplanned program, these offices could produce a synergistic operation. However, the current organization is not conducive to such an operation. The next chapter will provide a consolidation proposal for these offices and postulate some potential advantages that could accrue from such consolidation.

## CHAPTER V

## COUNSELING PROGRAM CONSOLIDATION

As mentioned in the previous chapter, these offices have the potential for a synergistic operation, but synergism is inhibited by the current organizational arrangement (reference Figure I). Under the current organization, there is no centralized control to induce cooperation and provide a unity of purpose for the counseling programs. Also missing in the current organization and operation is an integrated counseling framework. Much of the Air Force counseling is done by supervisors. Yet, supervisors have no central point of contact from which to draw support or guidance for their counseling effort. General Meyer, while serving as USAF Vice Chief of Staff, made these remarks concerning the NCO's role in human relations:

> The NCOs are the expert managers and technicians; but they must also be skilled practitioners in the art of human relations. And they must practice that art where the sometimes divergent beliefs of different generations meet. (25:10)

This emphasizes the need for base-wide integrated counseling effort--one that will provide qualified, competent support to the NCO and a central focus for the human

relations programs. This chapter will explore some of the synergistic qualities that would be possible through a consolidation of these programs into a single office. In so doing, it will discuss a proposed organizational arrangement and advantages that could accrue from consolidation.

## Reorganization

Several potential problems were previously discussed that stem from the current organizational arrangement of these offices. This arrangement denies the functions the synergism that is possible from a concerted, well coordinated, planned program. The similarities of the various programs and the potential they have for inter-support of each other dictate the need for consolidation under a single point of control. Figure III is a proposed organizational arrangement that would provide this. The location, under the Director of Personnel on a horizontal level with the CBPO, would place the consolidated function in a more homogeneous environment and enable it to gain benefit from the personnel system.

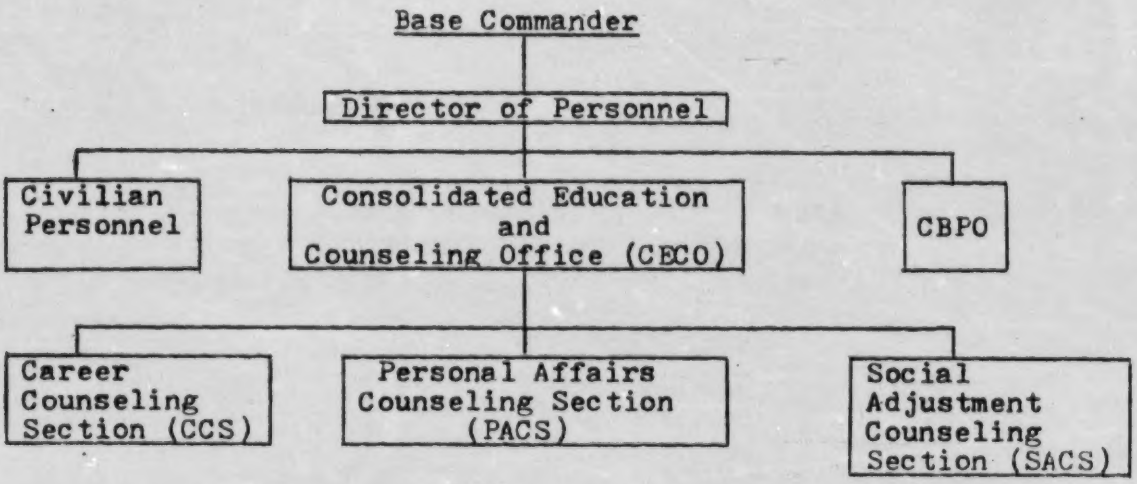
Operation Access to the personnel data base and the use of the base computer would be an invaluable asset to the consolidated function. It would permit the function to maintain its own data elements within the personnel data

system. This would include those data items currently being maintained by CIAC and Personal Affairs and also all those data pertaining to the drug abuse program, race relations training, and education participation that are currently required to be forwarded to the CBPO for computer update and maintenance. It would permit this function to operate in concert with the CBPO, sharing the use of the computerized personnel data base and the responsibility for the data base maintenance. The Director of Personnel would provide the centralized control necessary to insure the maintenance integrity of the personnel data base and a common focus for all personnel programs.

Organization If consolidated, its most logical position within the scalar chain would be under the Director of Personnel. Figure III depicts this arrangement and provides a title for the consolidated office plus the three major sections within this office. The title itself is not an absolute, but it does represent the general scope of the office's responsibility. Plus, Consolidated Education and Counseling Office (CECO) blends with the Consolidated Base Personnel Office (CBPO). The three sections proposed under CECO would permit some specialization within the counseling program, and enhance the virtues of a well coordinated and planned program. The Career Counseling Section (CCS) would provide

FIGURE III

PROPOSED ORGANIZATIONAL CHART



the vocational and career development counseling services that are currently provided by the Transition Unit, CIAC and the Education Services Office. The Personal Affairs Counseling Section (PACS) would provide the services currently provided by the Personal Affairs Section, only expanded to provide more complete coverage. The Social Adjustment Counseling Section (SACS) would provide the services currently provided by the Social Actions Programs. However, all these services would have to be modified and refined to eliminate redundancies and provide a common focus. That focus would be one counseling framework with a wide variety of specialized coverage.

Location All CECO sections should be housed in one facility preferably co-located with or near the CBPO. This is deemed appropriate for several reasons. The single facility is necessary to enhance the publicity effort, for customer convenience and familiarity, and to enhance the span of control and use of personnel resources. The co-location with or near the CBPO would enhance the coordination effort between these offices and permit a more effective sharing of the computer resources. It would also create a more favorable span of control for the Director of Personnel.

## Advantages

There are numerous advantages that would accrue from a consolidation and reorganization. The remainder of this chapter will discuss some of these advantages.

Counselor Classification Structure As evidenced by Figure II, considerable personnel resources have been allocated to these programs. If consolidated, these resources would provide a sizeable staff of officers, civilians, and enlisted personnel. The number of personnel would be sufficient to accommodate a classification system with definitive qualification standards for the personnel assigned to this function. Based on the nature of the primary services provided, these standards should be developed around those required of professional counselors. Leona E. Tyler, an eminent figure in the counseling field, states in her book, The Work of the Counselor, that:

> The most authoritative guidelines are to be found in a policy statement prepared by the Professional Preparation and Standards Committee of the American Personnel and Guidance Association (APCA, 1964; Loughary, 1965). The recommended standard for the practicing counselor is a Master's degree based on two years of graduate work. The competence to which the program should lead has four main components: (a) a broad educational background to enable the counselor to understand the people with whom he works and the world in which they live; (b) basic psychological knowledge, including principles, theories, and research techniques relevant to counseling; (c) mastery of the

procedures and skills involved in counseling; and (d) an understanding of employment environments in which counseling is done. (37:197)

The program recommended by the APGA stressed the importance of continuous personal growth as the student moves through it. By completion, he should have developed several qualities a good counselor must have: belief in individuals, devotion to human values, alertness to the world, understanding of self, open-mindedness, and professional commitment. (37:197) Later it became apparent that the demand for counselors exceeded the supply of qualified graduate counselors, and the concept "support personnel" evolved. So, in 1967, APGA issued a policy statement which set forth the legitimate functions of such counselor aides in direct and indirect helping relationships. These functions included such things as interviewing, leading group discussions, gathering and processing information, and a number of other things. Training for these personnel should cover a few weeks of supervised practice of essential skills rather than academic course work. (9:199)

The standards for counselors and counselor aides as set forth by APGA are ideally suited for developing a classification structure and qualification standards for the personnel assigned to the consolidated function. The classification structure should allow for two major distinctions

to be made: professional counselor and counselor helpers. The professional counselor should be required to meet the APGA standards with the exception of the two year master's program. A one year master's program should be adequate for the Air Force use. Counselor helpers should possess the same personal qualities as the professional counselor and be trained in the techniques of interviewing, leading discussions, maintaining information libraries, and other activities germane to the operational environment. All officers and civilians, except administrative type, should meet the professional counselor standards. Civilians should be required to meet these standards as a condition of employment, and officers should be expected to meet them prior to being upgraded to the fully qualified level. Enlisted personnel should be required to meet the counselor helper standards and encouraged, through the off-duty education program, to meet the professional counselor standards.

Such a classification structure could be expected to attract capable personnel to this program because it would not be as restrictive to career progression as some of the other specialty fields. It would provide ideal positions for career broadening assignments for officers with counseling degrees. Dr. Herman F. Jaeger, a school superintendent with over 40 years experience, made the following statement

concerning the value of counseling experience to higher level leadership positions:

> Counselors are excellent prospects for advancement to higher levels of supervision and leadership because of their broad exposure to administrative problem areas, and their in depth understanding of human relations. (31:28)

Educational Support to CECO Under the consolidated arrangement, the CECO Chief would be the responsible agent for establishing and maintaining a comprehensive educational services program. Just as the mandate for the current program, it should be comprehensive enough ". . . to provide personnel with opportunities for career long learning and the means to develop the background essential to meeting the immediate and long range needs of the Air Force and the Nation." (11:1) The counseling programs under CECO would provide a platform for developing an educational program and give direction to its continued maintenance. Through the extensive contact with individuals, supervisors, and commanders, and through close relations with the CBPO, the CECO would know the pulse of the base organizations and be able to discern the overall needs of the Air Force, the individuals and to some extent--the Nation. In reaction to these needs it could better exploit the services of the educational program. The following paragraphs discuss some needs that could be met through the educational services program.

Counseling is interwoven in the daily activities of all commanders and supervisors, This does not mean, however, that all commanders and supervisors are expert counselors. Some are able to communicate the essential qualities of acceptance, empathetic understanding, and sincerity better than others. But, through training, these qualities can be improved with manifested results in the organizational environment. Lt Colonel Fred D. Barnes, in his 1972 Air War College research study, amplified the impact of counselor training on first term airmen retention rates. In this study, he compared the retention rates of first term airmen based on three categories of supervisors. The three categories were: (1) civilians, (2) NCOs who had not attended the NCO Academy or received any specialized counseling training, (3) NCOs who had graduated from an Air Force NCO Academy. Resident attendance at an Air Force NCO Academy was used in the study as a positive indicator of counseling training since these academies devote a considerable part of their curriculum to formal counseling, human relations, and leadership training. The results of his study reflect a 10.5 percent retention rate for the first category of supervisors, a 37.7 percent for the second, and a 66.6 percent for the third. (18:31-41) While these results are inconclusive, they do tend to point out the value of counseling and human relations training.

Because of the need for and importance of human relations and counseling training, the education services could provide such training and make it available to a larger number of supervisors. A special course could be developed by a coordinated effort between the CECO and the academic institutions represented on base. The course could be tailored to meet the specific need, be taught by a qualified professor, and accredited for college credits. The course could be taught during other than normal duty hours and financed by either tuition assistance or an education services contract using appropriated funds. As an incentive to induce voluntary participation, especially among enlisted personnel, all personnel attending the course would be exempt from the 18 hour annual race relations training, would receive college credit if they satisfied course requirements, and have their personnel records annotated to reflect training. In addition, the Promotion Fitness Test, one of the weighted components of the Weighted Airmen Promotion System (WAPS), could be revised to reflect the course content, thus giving the enlisted personnel an edge on promotion consideration. Such a course would help participants become better aware of themselves as they interact with others, become more sensitive to the needs and motives of those with whom they interact, and learn specific counseling

techniques appropriate for working with people under their supervision. Thus, both the Air Force and the individual would benefit. CECO would also reap benefit from such a course. First, it would reduce the amount of race relations training required. Second, by having better trained supervisors in the units, many of the social problems should be reduced, thus mitigating the counseling requirement of CECO.

A similar course to the one just advocated was established at Fairchild Air Force Base in July 1970. It was originally designed to provide short term, non-TDY training for first sergeants. The course included ". . . (1) an information segment, reviewing knowledge of facts and procedures necessary for first sergeants to function well, and (2) a communications segment, imparting skills needed in relating to subordinates, particularly to first term enlistees." (23:79) The first session was taught by specialists, primarily military, who were knowledgeable in such areas as military benefits, military justice, pay, drugs, medical, and educational opportunities. The second phase was taught by a college professor who was qualified and experienced in teaching human communication. This phase was organized as a college class for which participants received college credit. Because of the favorable results of this

program, within thirty months of its inception, it was conducted at 22 Air Force bases, with a total of 180 workshops for approximately four thousand people. (23:70-83) "It has consistently received high ratings from the participants and considerable support from base commanders, personnel officers, top three NCOs, and education officers." (23:83)

Through the organization of CECO, the education services program could be made to focus more congruently on the Air Force needs. The above example is just one of many ways. The education services program could be used to provide additional qualified counselors for the CECO counseling programs. This additional manpower would be a free resource that could easily be tapped and put to use in the counseling program. However, it would require astute planning and coordination. The following paragraph postulates how this could become possible.

The Air Force is currently missing a golden opportunity to gain the maximum from its educational program. Many bases currently have educational programs established through colleges and universities that award graduate degrees. Some offer graduate programs in the counseling field. With the proper planning, arrangements could be made to provide a master's program in counseling at the majority of the

state-side bases. If the program met the APGA standards, it would require that supervised counseling experience be provided. Part of the program would include a ". . . practicum, involving, actual counseling, observed by a supervisor and discussed with this mentor as the case proceeds." (37:198) The Air Force members enrolled in this program would need a professional setting in which to perform this practicum training. The CECO could provide this setting and thereby, reap the benefit of these additional counselor resources and the professional guidance of the college professors who would supervise this training. The student would benefit by gaining further insight into the nature and scope of the military personnel problems. The Air Force would benefit by having a better trained force.

A program similar to this is currently in being at Hurlburt Air Force Base. Troy State University provides a master's program in Personnel Counseling at Hurlburt. The military members who participate in this program receive their practicum training in the Social Actions Office. According to Major Donald D. Baines, Wing Chief Social Actions, this arrangement has proved to be very beneficial to Hurlburt Social Actions Programs. The graduate program keeps him supplied with approximately ten student counselors who work within the Social Actions Office and

provide counseling services to the military clientele. During this time, the students are assigned additional duty with Social Actions; thus, permitting their services to be reflected in their personnel records and on their performance reports. Major Baines expressed considerable enthusiasm with the arrangement. He stated that it provided him and his staff the opportunity for continued association with the academic community and to benefit from their guidance and expertise. The students, he said, enabled his office to serve more clients and to devote more time to individualized counseling. Also, he indicated that even after graduation, the students continued to support and assist in the Social Actions Programs. (26:interview)

Major Baines' program is an exception to the normal within the Air Force. The program is his brainchild and is the product of his initiative and concern. But it provides a sample of what could be standard under the consolidated concept for all bases. It is a good example of how the educational services program can be used not only to support the counseling effort, but to meet a broad based Air Force need. This is an example of the synergism that is possible under the CECO organization.

An Integrated Counseling Framework To meet the tenants of the Human Goals Credo in providing an environment in

which a member can take pride in his work through job satisfaction and the feeling of success, the Air Force must possess the ability to make congruent the needs of the individual and those of the Air Force. Donald Super, a leading vocational psychologist, has observed that: "'Success' as the world judges it is fruitless and empty, unless it is also seen as success by the individual." (35:7) This concept is similar to the one expressed by the Greek Stoic philosopher Epictetus, who wrote: "Men are disturbed not by things, but by the views which they take of them." (30:109) An individual's perception of his work and his work environment will determine his feelings of satisfaction and success. The ability of the Air Force to create a favorable individual perception rests largely with commanders and supervisors. They must be able to discern the individual's nature and properly influence his perceptions. A strong integrated counseling program would contribute immeasurably to fulfilling these requirements.

Under CECO, the organization would exist to provide a strong integrated counseling program. Such a program should have the capability to monitor the entire base-wide counseling effort, to provide human relations and counseling training to supervisors and commanders, and to provide a nucleus of professional counselors to meet those

counseling needs which are beyond the unit capability. From its consolidated position, CECO would have control over the major counseling programs of the base and be able to project these programs into the units and to monitor their implementation and effect upon the clientele. Feedback would be easier to evaluate. Coming from a single office, all the programs would be reconciled to insure that a commonality of purpose existed and all areas of conflict resolved. The monitoring capability would be enhanced by the availability of the computer and the personnel data base. The capability the CECO would have to provide training and the nucleus of professional counselors was previously discussed. As expressed in this study, it is readily apparent that CECO would be the answer to establishing an integrated counseling framework.

Computerized Counseling Assistance Modern technology has produced a wide array of machines which can be applied to career information and counseling. Computers are an integral part of the operational hardware used in the personnel system. Considerable research has been conducted and systems designed to use the computer as an aid to the counseling profession. Computer programs have been developed which permit the computer to provide counseling. L. E. Isaacson, a renowned vocational psychologist,

discussed in his book, Career Information in Counseling and Teaching, the extensive use being made of computers in a wide variety of vocational and career counseling programs. According to the examples cited by Isaacson, the computer is being used to store large quantities of vocational information; to grade tests; to match individuals' potential and abilities derived from tests and background information with various job requirements; to store training availability information and match the needs of the individual with training availability; and for many other uses. (27:445-454) In reality, the potential for computer use in the counseling field is limited only by man's creative ability to use it.

It is not the purpose of this study to exploit the various uses of the computer in the counseling effort, but it is mentioned here to illustrate the vast potential capability that currently exists with base level computers. The personnel data base is already computerized and is available for use in the counseling effort. By developing the capability to store large volumes of vocational and training information and programs that would enable the manipulation of this information and the personnel data base, the use of the base level computer could be greatly expanded in the counseling process. However, current

organization of the counseling programs inhibit the development and the use of this capacity. Because of the nature of the personnel data base, it must be closely controlled and protected. This would be difficult to control with several agencies on base having access to the computer personnel data base and possessing the capability to manipulate it. However, CECO would consolidate these programs, provide the platform from which to research and seek expanded uses of the computer. The computer has the potential to greatly expand and improve the counseling services at base level. And with the creation of CECO, the agency will exist with the capacity to use this potential to its maximum.

## Summary

The main ideas discussed herein are concerned with the consolidation of the base level counseling services and the resulting potential advantages. By embodying the services in one office under single leadership, a comprehensive, well planned counseling program could be established. This program would have the potential for exploiting more fully such resources as the base level computer and the base education services program. It could provide a more complete counseling service to the base personnel and assume the leadership in developing an integrated base level

counseling framework. This reorganization proposal, if adopted, could produce a strong base level counseling program.

# CHAPTER VI

## CONCLUSIONS AND RECOMMENDATIONS

### Conclusions

Since its inception in 1947, the Air Force has maintained an increasing awareness of the basic principles of personnel counseling and human relations. Several independent base level programs have been developed that provide counseling as a dominant part of their operation. Collectively these programs provide a variety of counseling services to all Air Force members on a continuing basis. They have received varying degrees of emphasis, but an integrated counseling program has not been developed. This study reasonably supports several conclusions concerning the base level counseling programs.

Organization and Conduct The current functional organization arrangement of these programs has inherent problems that tend to inhibit the effectiveness of the services provided. There is no centralized control to induce cooperation and provide a unity of purpose for the counseling efforts. Each activity conducts its own program independent of the others. The Education Services Office, Transition

Unit, and CIAC Unit all provide career counseling; yet, only the Transition and CIAC Units provide for coordination of efforts. Although social and welfare problems impinge upon an individual's career development, no attempt is apparent to integrate the counseling services of the Personal Affairs Section and the Social Actions Office with any of the career counseling activities. For the most part, the counseling efforts are fragmented and inefficient. Many potential clients are unaware of the services available, and commanders and supervisors have to look to five separate offices for counseling support.

Proposed Reorganization The reorganization of these activities into a central office such as CECO would produce an environment for a more effective and efficient counseling program. It would permit an integrated base level counseling program to be developed and a single agency for providing counseling support. It would permit the establishment and facilitate the maintenance of a more complete and comprehensive information library. The Education Services Program could provide added support to the counseling program especially in the human relations and leadership training area. This training could supplement and possibly replace the currently expensive race relations training program. Military personnel pursuing a master's degree in

Personnel Counseling through the off duty education program could be encouraged to perform their practicum training in the CECO. This would provide additional counselor support for the base counseling program. Although a manpower reduction was not fully documented by the study, the consolidation of these activities and the use of student personnel tend to support a reduction. The consolidation of personnel under CECO would provide a sufficient number of personnel to justify a separate classification system for counselors and counselor helpers. This would enhance the employment of qualified personnel in the CECO positions. Finally, the base level computer and the personnel data file could be effectively used by the CECO. This is not feasible under the current organizational arrangement because of the sensitive nature of the personnel data files.

## Recommendations

If the Air Force is to develop a more comprehensive and integrated counseling program, it must consider the present programs to insure unity of purpose. Based on the conclusions made from this study, the following recommendations are made.

The Air Force should reevaluate the current base level counseling programs and implement the reorganization

proposal made in this study on a test basis to determine its effectiveness and applicability to the total force. As a minimum, three bases should be used in the test program.

Because of the significant number of personnel resources allocated to the current counseling effort, the Air Force should develop a classification structure for counselors. This structure should differentiate between the counselor and counselor's helper.

The Air Force should use the Education Services Program to satisfy the race relations training that is now consuming one percent of the total Air Force man hours. College credit should be given for this training when possible.

## BIBLIOGRAPHY


1. AFM 26-3, Vol. II. Air Force Manpower Standards: Command and Command Support. Washington, D.C.: 1 January 1968.

2. AFM 26-3, Vol. VI. Air Force Manpower Standards: Direct Support. Washington, D.C.: 2 February 1973.

3. AFM 30-2 (Draft). Management of Social Actions Programs. Washington, D.C.: 1 November 1972.

4. AFM 35-16, Vol. I (Change 17). USAF Career Motivation Program for Officer and Airman. Washington, D.C.: 1 February 1973.

5. AFM 36-1 (Change 11). Officer Classification Manual. Washington, D.C.: 11 December 1972.

6. AFM 36-10. Officer Evaluation Reports. Washington, D.C.: 12 October 1973.

7. AFM 39-1, Vol. II (Change 12). Airman Classification Manual. Washington, D.C.: 1 December 1972.

8. AFM 39-62 (Change 1). Noncommissioned Officer and Airman Performance Reports. Washington, D.C.: 27 December 1972.

9. AFM 40-111. Civilian Personnel Career Plan (CPCP) Washington, D.C.: 23 March 1973.

10. AFM 50-5 (Change 3). USAF Formal Schools Catalog. Washington, D.C.: 1 December 1973.

11. AFM 213-1. Operation and Administration of the Air Force Education Services Program. Washington, D.C.: 29 November 1971.

12. AFR 30-19. Illegal or Improper Use of Drugs. Washington, D.C.: 11 October 1973.

13. AFR 30-23. Alcohol Abuse Control and Rehabilitation. Washington, D.C.: 16 November 1973.

14. AFR 35-19. Air Force Transitional Programs. Washington, D.C.: 29 June 1973.

15. AFR 35-78. Equal Opportunity and Treatment of Military Personnel. Washington, D.C.: 18 May 1971.

16. AFR 50-26. Education in Race Relations. Washington, D.C.: 2 December 1971.

17. AFR 211-3. Personal Affairs Counseling. Washington, D.C.: 28 June 1973.

18. Barnes, Lt Colonel Fred D. "United States Air Force Personnel Counseling Efforts: Successes--Failures--Future." Unpublished Air War College research study, Air University, Maxwell AFB, Alabama, 1972.

19. Callander, Bruce. "Do Services Have Social Duty?" Air Force Times (19 December 1973), p. 11.

20. "Characteristics of AWOL--Individual and Incidents," Special Study, Pope AFB, North Carolina, 21 January 1972.

21. "DOD Learns Some Lessons About Drug Abuse," Commanders Digest, Vol. 15, No. 6 (7 February 1974), pp. 1-8.

22. Foster, George. "Education Services Booming," Air Force Times (15 August 1973), p. 15.

23. Gerber, Sterling K. "Human Communications and Air Force Supervision," Air University Review (March-April 1973), pp. 79-83.

24. "GI Bill Counseling Required, Education Services Officer Statement Needed," Air Force Times (10 January 1973), p. 32.

25. "Human Relations and Air Force Readiness," Supplement to Air Force Policy Letter for Commanders, No. 10-1971 (October 1971), p. 10.

26. Interview, Topic: Social Actions Counseling Center. With Major D. Baines, at Hurlburt AFB, Florida, 5 March 1974.

27. Isaacson, Lee E. Career Information in Counseling and and Teaching. Boston: Allyn and Bacon, Inc., 1973.

28. Johnson, D. E. Concepts of Air Force Leadership. Maxwell AFB, Alabama, 1970.

29. "Money Bill Compromise Indicates Cut of 62,000," Air Force Times (2 January 1974), p. 3.

30. Patterson, C. H. Theories of Counseling and Psychotherapy. New York: Harper and Row Publishers, 1966.

31. Price, Major John C. "Realities and Remedies." Unpublished Air Command and Staff College research study, Air University, Maxwell AFB, Alabama, May 1973.

32. Ryan, John D. "Considering All Our Functions and All Our People," Air Force Policy Letter for Commanders, Office of the Secretary of the Air Force Letter (15 November 1972), p. 1.

33. Seminar Booklet Phase II, Command and Leadership, Air Command and Staff College, Air University, Maxwell AFB, Alabama, November 1973, pp. 52-60.

34. "Servicemen Seem in the Dark on Benefits," Air Force Times (30 December 1970), p. 13.

35. Super, D. E. "The Criteria for Vocational Success," Occupations, Vol. 30 (October 1951), p. 7.

36. Towle, Bob. "Surplus EM to Retrain," Air Force Times (21 November 1973), pp. 1-20.

37. Tyler, Leona E. The Work of the Counselor. New York: Appleton-Centry-Crofts, 1969.